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Report on the automotive  
land uses



REPORT ON THE AUTOMOTIVE LAND USES

Prepared by  
SUDBURY PLANNING BOARD

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## Introduction

In recent years because of the increasing importance and use of the automobile, many problems have arisen. Among these are the service stations--their layout, their design, their number on one stretch of a road, and the conflicts between the needs and uses associated with the car and other uses of property. Previous years' Councils and also this year's have been approached by service station operators requesting the Council to curtail the number of service stations. Due to the interrelation of the problems with land use planning, the Planning Board had been requested to study the subject.

The Board expressed the opinion that there are conflicts between the use wholly relying on traffic and other uses. However, nothing has been done to provide positively for automotive commercial uses, which in many parts of the City is an equally valid objective. Hence, in this study, an objective evaluation of existing service station establishments, their conditions, number, categories, present and future locations has been carried out. The problems in this study have been viewed from the physical-economic aspects, as well as social and economic. The analysis of these factors is considered necessary, because they relate to a possible future distribution of further outlets, provide some basis for determining the number of gasoline outlets and facilities required, and these may be translated into area requirements. The Board expresses their thanks to all persons and authorities who supplied us with information, and were helpful in the preparation of this report.

## Arrangement of Report

The presentation of this report will be under the following major headings:

1. Problems associated with gasoline service stations
2. Historical sketch



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3. The future of gasoline service stations
4. Definition
5. Present regulation in Sudbury
6. Service stations in Sudbury today
7. Factors in locating and supplying of gasoline service stations
8. Need for Official Plan Statement of Policy
9. Zoning By-Law proposals
10. Conclusion

#### Problems Associated with Gasoline Service Stations

Just through observation of the present streetscape, one can realize that gasoline service stations, their layout, their design, their amenities, can do more than almost any other feature to make or mar a stretch of road. Many of the service stations in Sudbury are cluttered and messy, with lights and fluttering flags and objects, display items, movable signs, all combining in ugliness and disorder to attract attention. Added to ~~these are~~ the ugly design and blatant advertising matter by day and by night. Hence, it is no wonder that in any rezoning case for gasoline service stations, the public is well in attendance, opposing such application. Also the numerous letters received by the Board indicate the same. Although in a few cases attempts have been made to improve the design of gasoline service stations, they have largely failed because the whole concept of design is subordinated to advertisement rather than to function.

It must be pointed out that the problem of design with service stations is common in many countries. In France and England, few competitions had been organized,<sup>1</sup> (even by municipalities), and some produce admirable results, for example, Station Service de la Fourche by Denys Hay.<sup>2</sup> This station, to the motorist's eye, presents no more than the slim edge of a canopy and lettering, which identifies the place, not the product.



There is much evidence, however, that the gasoline service station use and other automotive uses when mixed between residential or near to it, and even near to commercial uses, have an adverse and even blighting effect on these uses. It is quite clear that the service stations, rental agencies and other outlets, like carwash establishments, are commercial in nature, but service stations carrying major repairs are definitely industrial and should not be located in commercial areas. Studying the present locations of service stations and the effect of them on the neighbouring uses, it is noticed that the first do not exert a blighting influence on other automotive uses; however, in appearance, they usually do not form a cohesive whole, but the interruption caused by the station or other use does not interfere with the harmony of the whole.

The location of many gasoline stations on a street (commercial) can create an excessive number of points of access. The street becomes a closely spaced succession of intersections with driveways and is a constant hazard to moving traffic; it is slowing down the movement and is also a hazard to pedestrians. The cluster of service stations at major intersections substantially reduces the effective carrying capacity of the roads involved. At a standard intersection of two roads where all turns are permitted, there are sixteen potential points of conflict between automobiles. If a service station is built, with two entrances on the more important street and one entrance on the less important street, the number of points of conflict is raised to 35. If a second similar station is added, the number of points of conflict is raised to 59. The addition of service stations in such a situation, thus, demonstrably increases traffic congestion and reduces capacity at the intersections. An improvement of visibility is counteracted by greater danger of conflict.<sup>3</sup>



Definition

A very brief description of problems has been stated above. Among many, the most important is the change of operation from retail service to major repairs. This problem usually affects adversely the property and the area in the vicinity; therefore, any major repairs, garage, should be located in an industrial area. To clarify what is meant by a service station, the following definitions are suggested:

1. The term "service station" as used here is a retail place of business engaged in supplying goods and services essential to the normal operation of automobiles. They include dispensing gasoline, and motor oil, the sale and servicing of tires, batteries and other automobile accessories and placement items, washing and lubrication services, but do not include body or fender work, painting or major motor repairs.

2. A service station is a building or premises for the dispensing, sale or offering for sale of motor fuels directly to users of motor vehicles. Other sales activities, and any repair activities, are minor in scope and subordinate to the sale of motor fuels, oils, and lubricants. Vehicle body repair, painting and major mechanical repairs are prohibited.

3. The term "service station" refers to a building or other structure or a tract of land, where gasoline stored only in underground tanks is dispensed directly to users of motor vehicles.

The following activities are permitted as accessory uses to a gasoline station: the dispensing of oil, grease, anti-freeze, tires, batteries, and automobile accessories directly to users of motor vehicles--tuning motors, minor wheel and brake adjustment and other minor servicing and repair of motor vehicles to the extent of installation of the items enumerated above; washing of automobiles, but only where no chain conveyor, blower, steam-cleaner or other mechanical device is employed. All other activities are prohibited, including (but not limited to): upholstery work, auto glass, painting, welding, tire recapping and auto dismantling.



Historical Sketch

As the automobile evolved from a novelty to a necessity during the first half of the Twentieth Century, facilities for the retail sale of automobile fuels completed a parallel evolution. Also like in other cities, the character and form of the City of Sudbury changed mainly due to the provision of facilities for transportation. The downtown area of Sudbury was laid out by railway engineers, and built up partially to their plans. During those years, the mode or means of convenient travel for long distances, was the railway and locally, it depended solely on dog sleds and farm horse and buggy. In 1911, there were two automobile owners in the City of Sudbury. And in the same year, McLeod Motors established the first service station in Sudbury, a little frame shack, which stood for many years, between two sign boards behind the King Edward Hotel. In the same shack, there was also a blacksmith shop. Servicing of gasoline was carried out from a pedalled, wheeled, tank affair. The tank capacity was two barrels of gasoline and was measured out with a gallon jug, and could be wheeled in at night and stored to await the next day's business. The total sale of gasoline in 1911 was 45 gallons. Presently, the site is occupied by a bus station (Local Bus Lines). Later on with the increase in automobiles, a few more general grocery stores or some houses had a hand pump at the edge of the street. This was usually a secondary means of earning power added to the store. With greater increase in population and vehicles, filling stations are becoming more and more a retail activity, but they are usually connected with repairs. These stations appear along the major roads, Highway 17 and Lorne Street, and within the old City; near residential areas on a corner lot, the area of the lot was small--in many cases less than 3000 sq. ft. on which a small building and an open pit for lubrication was located. Later on, the pit was included within the building. In front of the building there were one or two pumps.



Before the Second World War, the service station operation was emerging as a major retail activity. The frontage and area of the lot is increasing considerably with every year. Today, the physical facilities of service stations are being constantly revised; the new ones are having more room for lubrication, improved lighting, larger and more paving, and possibly better construction. However, as indicated before, they are of unimaginative design, very often unfitted to the area in which they are located. Many of the stations on the small lots are being remodelled, additional area acquired, but this is mainly due to the restrictions which were introduced in 1956.

As for the future, it seems that gasoline retailing is growing up into three distinct types of stations; one is the super station, including proper restaurant, personal supplies, recreation and also repairs; two, the community station which will concentrate on minor services, including some of the above but on a smaller lot and smaller in size; three, the small neighbourhood service station comparable to the present one being used. Studies of different literature indicate that changes in retail service station business, after the Second War, are not so vast as they should be. This is more realized when one compares the practices on this continent with modern European standards.<sup>4</sup>

#### Present Practice in Sudbury

There is a difference between other cities and Sudbury as to the location of the service stations. In the other municipalities, service stations are being erected within developed areas, or on the outskirts of neighbourhoods. In Sudbury, it is not exactly the same way because the past development was of ribbon type along major roads where a number of service stations are already located and others added. This type of development does not have sufficient depth for a market and therefore, today there are too many service stations along the major roads. In future, with enlargement from the strip on both sides, the service stations will



look towards the new neighbourhood and locate within. Sometimes the location chosen may affect the residential sections, and hence, a definite policy and restriction are needed. Additionally, new super retail gasoline stations may be expected, which will be located at the approaches to the City and one possibly in the central business area.

At present, under the Sudbury Zoning By-Law (58-104) and the proposed restrictive area by-law for the rest of the City, the service station use is permitted in any "C" Districts (Commercial) and also in Industrial Districts. With other commercial and industrial uses with which they frequently conflict, certain types of automotive repairs, exclusive of painting and repairing car bodies, fenders, are also permitted in General Commercial Districts. All other major repairs are permitted in Light Industrial, Salvage shops in Heavy Industrial. It seems that this is an indiscriminate method of control, permitting the several automotive uses to infiltrate and interrupt commercial areas, to which they are not necessarily suited.

A substantial number of service stations exist as legal non-conforming uses in residential zones or even along major highways but zoned for different purposes.<sup>5</sup> The majority of them are in the wrong location for business. The City of Sudbury in 1958 imposed standards for entrances to gasoline service stations,<sup>6</sup> but still, other uniform standards covering such things as vehicle waiting areas, access, screening, surfacing, drainage, elimination, are needed. The new service stations usually do quite a lot to improve the waiting areas, screening, etc. However, nothing is done to ease the conflicts between uses, for example through provision of a landscaped buffer area.

#### Studies of Service Stations in Sudbury

In this section, it is proposed to study how the present needs are being met and also project the picture into the future, with the idea to establish the



need for changes in the present zoning regulations if any, and further analyze the validity of the request to restrict service stations to a number. The car registration in the last twenty years increased tremendously; it went up by more than 300 per cent in Sudbury, which is a faster rate than the population, which went up only by 72 per cent. Whether the same growth happened in the number of service stations, it is difficult to analyze as there is insufficient statistical information available.

At the present time, we have about 99 retailing gas service stations within the municipal boundary of Sudbury, and 29 additional private establishments which have gas pumps. The table below indicates some information as to the number of brands, outlets, the type of service rendered and condition of the structure of the building.

Existing Outlets Include the Following (1961):

| <u>Brands</u>  | <u>Name</u>                    | <u>Number</u> |
|----------------|--------------------------------|---------------|
| B. A.          | British American Oil Co. Ltd.  | 10            |
| Beaver         | Beaver Oil Products            | 2             |
| Cities Service |                                | 5             |
| Esso           | Imperial Oil Limited           | 15            |
| Fina           | Canadian Petrofina Ltd.        | 6             |
| Shell          | Shell Oil Products             | 14            |
| Sunoco         | Sun Oil Co. Ltd.               | 2             |
| Supertest      | Supertest Petroleum Corp. Ltd. | 13            |
| Texaco         | Texaco Canada Ltd.             | 18            |
| White Rose     | Canadian Oil Companies Ltd.    | <u>14</u>     |
|                |                                | 99            |

| <u>Services Rendered</u>          | <u>Condition of the Stations*</u> |             |             |
|-----------------------------------|-----------------------------------|-------------|-------------|
|                                   | <u>Good</u>                       | <u>Fair</u> | <u>Poor</u> |
| Major Repairs                     | 1                                 | --          | 18          |
| Minor Repairs                     | --                                | 1           | 1           |
| Major Repairs with gas dispensing | 3                                 | 1           | 11          |
| Minor Repairs with gas dispensing | 31                                | 17          | 39          |
| Gas Dispensing                    | <u>2</u>                          | <u>2</u>    | <u>1</u>    |
| Total                             | 37                                | 21          | 70          |

\*Includes Private Outlets



The preceding table indicates very clearly that the number of service stations in poor structural condition are those where major repairs are being carried out, 22 per cent of the total. The places with minor repair operations are in better condition--48 per cent are in good and fair group. Also, it had been noted the piecemeal attempts for expansion usually occurred on sites which had insufficient market. These stations in many cases changed their operation to major repairs, and sometimes are using the same lot for sales of used cars. This is noticeable in places where too many outlets are grouped too closely together, not only conflicting with themselves but with other uses and the final result is a blighting influence upon the area.

It is claimed that in 1950 the average service station in Canada sold 34,000 gallons a year, whereas in 1956, the average gallonage was 59,000, a 74 per cent increase.<sup>7</sup> Let us study this situation here in Sudbury, but at the outset, it should be warned that a number of approximations have been introduced due to unavailability of statistical information.

|                                                           |                            |
|-----------------------------------------------------------|----------------------------|
| Present City Population                                   | 79,600                     |
| Vehicle Registration--Pass. & Truck                       | 21,124 <sup>8</sup> (1960) |
| Persons per Vehicle                                       | 3.8                        |
| Number of Existing Service Stations<br>(Gasoline Outlets) | 99                         |
| Vehicles per Station                                      | 211                        |

Taking into consideration that 550 gallons are used per vehicle per annum (approx. \$5.00 weekly) and spreading this over all service stations, the gallonage per year per service station would amount to 117,356 gallons. Definitely, there are many unknowns in the information on cars, such as the number of cars not in use, but on the other hand, there are a number of cars which consume more than \$5.00 worth of gas. Additionally, there is the through traffic and regional traffic, hence the assumption taken seems to be reasonable. During an interview with service station operators, it was claimed that the sale of 150,000 to 200,000 gallons of gasoline per year is considered profitable and a quarter of a million gallons sold is very good.



Some oil companies maintained that service, rather than direct sale of gasoline, accounted for higher revenue to the station; this includes automobile accessories, like tires, batteries, washing, lubrication and others.

A random inquiry had been made as to gallonage gas sales and it was discovered that gasoline outlets in good location sold much more than our average above, but on the other hand, few had admitted lower gallonage sold. The latter service stations are in locations which do not comply with the factors of good location.

### The Economics of the Future of Service Station Operations

The economic laws of demand and supply will, in the long run, control the situation in gasoline service station supply. As stated previously, in the Sudbury area, the automobile registration has gone up from the time of 1945 to 1955 by 300 per cent, which has grown at a much faster rate than the population, which in the same period has grown by 72 per cent. It must be pointed out that the number of service stations did not grow at the same rate. The standard and quality of service stations partially improved, but many were located without proper consideration of the factors which should be taken into account. The findings on page 9 indicate that the service stations here in Sudbury are doing an average business. But, as indicated before, a number of them do not make this business, and there is a large turnover in tenancy or some are changing their operations to major mechanical repairs, even when located in Commercial district. Here, it must be pointed out that difficulties are experienced in polling such changes which are illegal.

Now it is proposed to project the picture into the future, and to determine to some extent, the degree of demand for the gasoline service station. For this reason, the projection of population, car registration for the City has been carried out and the results are given in the following table.



|                                        | (Actual)<br><u>1960</u> | <u>1965</u> | <u>1970</u> | <u>1975</u> | <u>1980</u> |
|----------------------------------------|-------------------------|-------------|-------------|-------------|-------------|
| Population forecast                    | 77,400                  | 91,000      | 98,000      | 109,000     | 119,000     |
| Car Registration                       | 21,124                  | 28,000      | 34,750      | 41,200      | 47,600      |
| Persons per Car                        | 3.5                     | 3.2         | 2.8         | 2.6         | 2.5         |
| Persons per Car (Ontario) <sup>9</sup> | 2.6                     |             | 2.1         |             | 2.0         |

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If one compares the above projections with the projections of the Highway Dept. of the Province of Ontario, it will be seen that our figures are lower than the averages for Ontario. Briefly, the population figure in twenty years, 1980, for Ontario amounts to 9,630,000; this is a gain of 62 per cent and at a rate of 1.62 times higher than over the 5,592,000 people in 1959. The car registration will increase by 105 per cent to 4,015,000 and the rate of increase is 2.04 over the 1,963,000 registered in 1959. The ownership will amount to 2.0 persons per motor vehicle against our 2.5. With the increase of cars, and having in mind also other factors, like longer holidays, shorter hours of work, the vehicle mileage must also increase to some extent.

The comparison with averages for Ontario indicates that our figures are not out of proportion, and if we assume the hypothesis taken before, namely, consumption of about 550 gallons per car and each service station selling 150,000 gallons per year, then the total number of service stations required to serve the area should amount to about 169 or 70 additional over the 1960 figure. It is stressed that the use of such measurement yardsticks as gallonage tripled at the stations, or the gross dollar sales is only for comparative purposes of today, and should not be fixed because with time, this guide could become quite outdated; and if used, it should be revised annually, in the light of social-economic situation of that date.



As indicated above, the society of the future will use the automobile more than the present one. Further it must be realized about the regional status of our City, being the destination for through traffic and regional traffic. The holiday traffic will increase with the development of roads like the connecting link to Timmins, the opening of the bridge in Sault Ste. Marie between the Canadian and the United States, and the regional traffic will increase with the development of our region.

#### Selection of Land for a Service Station

The growth and decline of the gasoline service in the past resulted in a large measure from the free play of economics and physical factors. In the post-war period, local authorities show more and more consent for the proper use of land locally, that is to say, it includes the siting of such a service station. In the majority of cases, the oil industry, the same as the local government, is seeking to satisfy the requirements of such a commercial establishment, hence, usually both of them take into account matters affecting public amenity and general relationship of homes in the vicinity. However, this cannot be said of all cases, because otherwise this report wouldn't be necessary. The problems were created by many groups in the writer's opinion. The real estate agents, to a large degree, are responsible for the picture as we see it today.

In the previous section briefly, marketing analyst approach to the question of the number of service stations within the City had been discussed. From the point of view of planning, an answer to this question would be based on service criteria. The number of stations that should be located in any given area equals the least number necessary to provide convenient service.

It is suggested that the land selected for a service station should satisfy the following criteria.



1. On Traffic Arteries: It is visible that for a service station, the location must be on a natural flow traffic artery serving not only the immediate area but serving as well those areas beyond the immediate neighbourhood. This would indicate that local streets are definitely not for locating a service station, but, collectors, and major thoroughfares. It is recognized that this type of enterprise is particularly sensitive to traffic patterns because it serves the very thing which makes up these patterns. It seems now that the size of the service station of the future as indicated before, will respond to the classification of the road. On the major roads, we will find the larger ones, on the collectors, the smaller ones being built.

2. Market - Sufficient trading radius for the station. It must be pointed out that car densities as studied in Sudbury, vary by neighbourhoods according to incomes; however, this does not vary much as in other cities in Ontario or across the American continent. The figure amounts to 1.9 in one portion of the City to 0.91 in the Lockerby area; this is the number of vehicles per house unit but even Minnow Lake has 1.6 per house unit and the City of Sudbury 1.5 per house unit. It must be understood by the gasoline operators that in the neighbourhood where people with higher incomes live and wherefrom the highest percentage of automobile ownership can be found, this is the section which is most resistant to location of commercial properties, especially service stations.

Mr. K. Walter states that about 50 per cent of the stations located in the urbanized area are drawn from within a one-mile radius, and that this will increase to about 67 per cent as the area matures. Obviously, the character of development must be established before the preferential trade to be drawn from it can be estimated. A delayed demand for service station sites is then created. If not anticipated in advance, this demand will ultimate in requests for permits to use sites which are detrimental to sound development of the whole community. Lately,



the use of credit cards has been more extensive than before; hence, the idea of community or neighbourhood service stations seems quite sound.

3. Situation: The selection of land should be influenced by the distribution of existing service stations, the relationship with the normal road network, present and future distribution of motor vehicles and nearby distribution of population, and the relationship with the townscape and its contents. The location of many automotive outlets on a street can create, as indicated before, an excessive number of points of access. The street becomes a closely spaced succession of intersections with driveways and is a constant hazard to moving traffic as well as pedestrians. This forms a very sound reason for limiting the number of stations at intersections. The improvement possibility is counteracted by the greater danger of conflicts. Here, it must be indicated that the commercial districts have different requirements and are not suited to automotive uses, in particular, where there are high volumes of pedestrian traffic, where land values are high, where the automotive use will interrupt the continuity of a shopping district or where it would impede vehicular circulation or limit the desirable and normal growth of a business area.

However, on the other hand, a competently designed shopping plaza can be a desirable and essential location for a service station if its integration is carefully planned.

4. Other Requirements are: ease of acquisition, availability of main services, physical characteristics, suitability of contours.

5. Area Requirements: It seems that in the old portion of the City, the majority of the lots were laid out either 30' or 50' frontages; such a lot is definitely too small for a service station. The minimum area required today is 120' along the major street and 100' along the minor street in the urbanized area. This is illustrated in more detail at the end of the report.



6. Traffic Conditions - a) moderate speeds and moderate volume of traffic, enough to ensure a large number of potential customers, yet not so heavy that drivers are reluctant to leave the traffic flow. b) Location on the side of the street on which people return home. c) Near an enforced stop. d) the station should be readily visible and have adequate approach distances.

With reference to the discussion on the market, it must be added that such analysis should be continuous on all the socio-economic aspects of the City, the traffic movement and growth potentials, type and age of vehicles, both at the present time and anticipated in the future, the changing of consumption of vehicle gasoline, increase of multiple car home ownership; and all this would then indicate the need for additional provision of service stations.

Analyzing point by point each location of the gasoline outlets within the City, it is found that more than half do not comply with some aspect of proper siting. Along the major traffic arteries, there is concentration of service stations creating zones of marginal access. The roads are a closely spaced succession of intersections with driveways for service stations, parking lots, restaurants, industrial uses, even auto-body shops. As a result, the ability of the street to perform its primary function of traffic movement is reduced and the community's investment in the facility is lost.

A brief word of warning about the changing population and traffic patterns which is going to happen and will cause the abandonment of service stations along the roads--hence, the need for control so that they do not fall into uses with obnoxious characteristics.

#### The Policies with reference to Service Stations & Other Automotive Locations

The need for two new policies emerges from the above discussion.

1. To enable individual sites to be developed as service stations and to permit the rebuilding of existing service stations where the sites are individually suited to the use without the cumbersome procedure of rezoning.



2. In some areas to establish automotive commercial districts (highway commercial) distinct from general commercial districts, in which the uses permitted would be limited to certain of those associated mainly with the automobile travel. Such uses would include: service station, car wash establishment, motel, restaurant, any parking facilities permitted in commercial districts, and car rental agencies.

With reference to the second point, there is already a statement in the Official Plan that the situation should be studied in more detail and such a district established where feasible. Hence, the next job is the appraisal of which areas should be designated for the automotive commercial zoning. The need to enable the individual sites to be developed as a service station has been proven; however, the reclassification of a single site might be considered a discriminatory act. On the other hand, such a policy would help the municipality at large. If discrimination could be alleged, a court might require the City to reclassify a second site. For this reason at least, it is felt that an amendment should be made to the Official Plan, stating explicitly what is the policy of the service stations, in the belief that such a statement would anticipate and answer any demands for further reclassification that might be made on the basis of discrimination. The following policy statement is suggested for the Board and Council to study.

#### OFFICIAL PLAN

##### Policy re Gasoline Service Stations

##### Preamble

In order to promote the more orderly growth of the City of Sudbury and to provide desirable or essential services, in the least disruptive manner, and in the most satisfactory location, it has been decided to introduce into the Official Plan a specific policy statement concerning the location of service station districts in the City.



Statement of Policy

Location of service station district would, therefore, be governed by the following conditions: a) it is intended that this zoning district shall be applied primarily, although not exclusively, to individual sites, each one so designated need not necessarily contain more than a single property; b) a service station district must abut on an artery or the intersection of an artery with a collector road; c) it can be located within a neighbourhood, on a collector street, subject to a properly designed building, provision of landscaping buffer and restriction of outdoor advertising; d) designation of an area for a service station district in the By-law shall be preceded by an investigation and report to the Planning Board and City Council; e) the City Zoning By-law shall have a district in which automobile service uses only are permitted. It would be better if the development control could be applied; however, if this is impossible, then a rezoning should be proceeded with; f) the designation of a service station district in one area shall not be deemed a precedent for redesignating additional locations for service stations in the same area; g) the location of a service station in an approved location in a residential district shall be deemed to be consistent with the classification of residential in this Official Plan. If the location conforms: 1. with this policy, and, 2. in all respects to the standards which the Council has established in the Zoning By-law for the development of service stations in service station districts.

ZONING BY-LAW - USES AND STANDARDS

1. Uses: The proposed category would permit service stations alone and would be intended to permit the location of service stations in or near residential areas where they serve, but do not adversely effect, the surrounding area. No other use serves such districts in the same manner, and no other use is



necessarily compatible with a service station; therefore, only the one use is proposed to be allowed. Any such station would not be permitted to have lubrication or greasing racks and equipment outside the building.

2. Standards: Because of the general nature of the proposed service station and the expected proximity of many of these districts to residential areas, it is proposed that the following standards apply to service stations constructed in these districts.

#### Dimensional Requirements

Minimum frontage--120'

Minimum depth--100'

Minimum lot area--12,000 sq. ft.

Maximum building coverage of lot--20%

Minimum building setback from front lot line and flank of the lot--45'

Where the lots abut an "R" district or residential building, the minimum setback from the affected side and/or rear lot lines shall be 25'

Maximum width of driveways at sidewalks--30'

Minimum distance measured along the street line from any lot line to any driveway and its intersection with a street line--35'

Minimum distance between curb for driveways--20'

Minimum setback for pump islands from any lot line--20'

Minimum distance, measured along any lot line, from point of intersection of lot line and flank of lot to any driveway--35'

#### Other Requirements

There must be a raised curb on all street lines except driveway openings.

The entire site should be paved except for landscape areas; landscaped areas should be protected by a low barrier or curb.



All hydraulic hoists and pits and all lubrication, greasing, washing and repair equipment must be entirely enclosed within the building.

Exterior lighting must be erected and maintained so as to cast no direct light whatsoever upon any adjacent buildings or public right-of-way.

In the case of a site, which borders a residential district, there should be along the property line abutting the residential district, an area of landscaped ground not less than 10' in width, on which plants, shrubs, and trees suitable for the screening of the service station from the adjacent use should be planted and suitably maintained.

### Conclusions

1. Studying gasoline retailing from a historical point of view, one can conclude that further specialization will occur, and for the future, three distinct types of stations are emerging: a) the super station, b) the high volume gas station, and c) the neighbourhood station.

2. Insufficient profits due to location and the changing population and traffic patterns frequently causes stations to convert into activities with obnoxious characteristics. This requires better policing of our by-laws.

3. Unsightly and untidy stations with loud and indiscriminate forms of advertising are still too many in the City.

4. Very poor design of service stations and too few attempts being made to improve the design and it is necessary that the gas companies would insist on a high level of design and recast completely the layout of the station which hitherto has followed the stereotype formula of a row of seemingly bad teeth in front of a box. This would have considerably more success with the public and also the planning authorities. One just wonders why it is not possible to construct a brick wall or screen with respectable hose, and in this case, the only visible design would be a hose slit and the pump dial above it, and beyond this,



the building would design itself. As with the design, definitely, there is little objection to a well-designed illuminated advertisement, providing it is backed by an equally well-designed building. This item is definitely up to the gasoline company.

5. Aesthetic nuisance--these words sum up the arguments and prejudices associated with service stations, and that problem has been created due to wrong location. In future, more consideration should be given to the factors of location and better control.

6. The study of the economic picture with reference to gasoline outlets indicates that there are not too many, and in the future, additional will be needed. The request to control filling stations quantitatively is not recommended because of the additional need, and in practice, such methods have not proven really acceptable, for economic conditions of communities and parts of communities vary widely. Similarly, regulation regarding spacing of service stations--requiring a minimum distance between any two--is undesirable in the City.

7. It appears desirable and reasonable to introduce into the Zoning By-law special commercial categories for service stations and, therefore, it is suggested that a Statement of Policy on location of such uses be incorporated in the Official Plan and that special standards be applied to the construction of service stations in the district. From experience, it can be taken that ideal siting is less likely unless planning authorities are given the opportunity to choose rather than comment on the already chosen.

8. With service stations which already exist and are situated in a zone other than industrial and commercial, being legal non-conforming, and are located favourably and without adverse effect on the area, every opportunity should be given to improve the buildings and land around. All other should revert to conforming uses.



9. A special standard shall be imposed for automotive car uses establishments. Therefore, it is recommended that the City Engineering Department should work out uniform standards covering vehicle waiting areas, access, screening, surfacing, drainage, illumination, signs and method of operation.

10. Many of the commercial areas, as designated, are not suitable for gasoline stations, particularly where there are high volumes of pedestrian traffic, where land values are high, where the automotive use would interrupt the continuity of the shopping district, or where it would impede vehicular circulation or limit the desirable and normal roads of a business area. The explanation why commercial areas are not suited for automotive use is that the object of such centres is to bring the human and the cultural needs of all persons, not only those mobile, to the commercial area. Further, some commercial facilities are underpinned by natural resources; hence, the function of such centres are different from the function of a service area facilitating the motoring public.<sup>10</sup> (For more information, see ~~references~~.)

11. A very strong control is desired along major highways where the existing service stations with other uses already reduce the primary function of the road, of traffic movement, and this process may be repeated; hence, the municipal authorities cannot afford to take any risk of giving permission to build the filling station for fear of destroying their value by adverse development. It is now up to the oil companies, really!!



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